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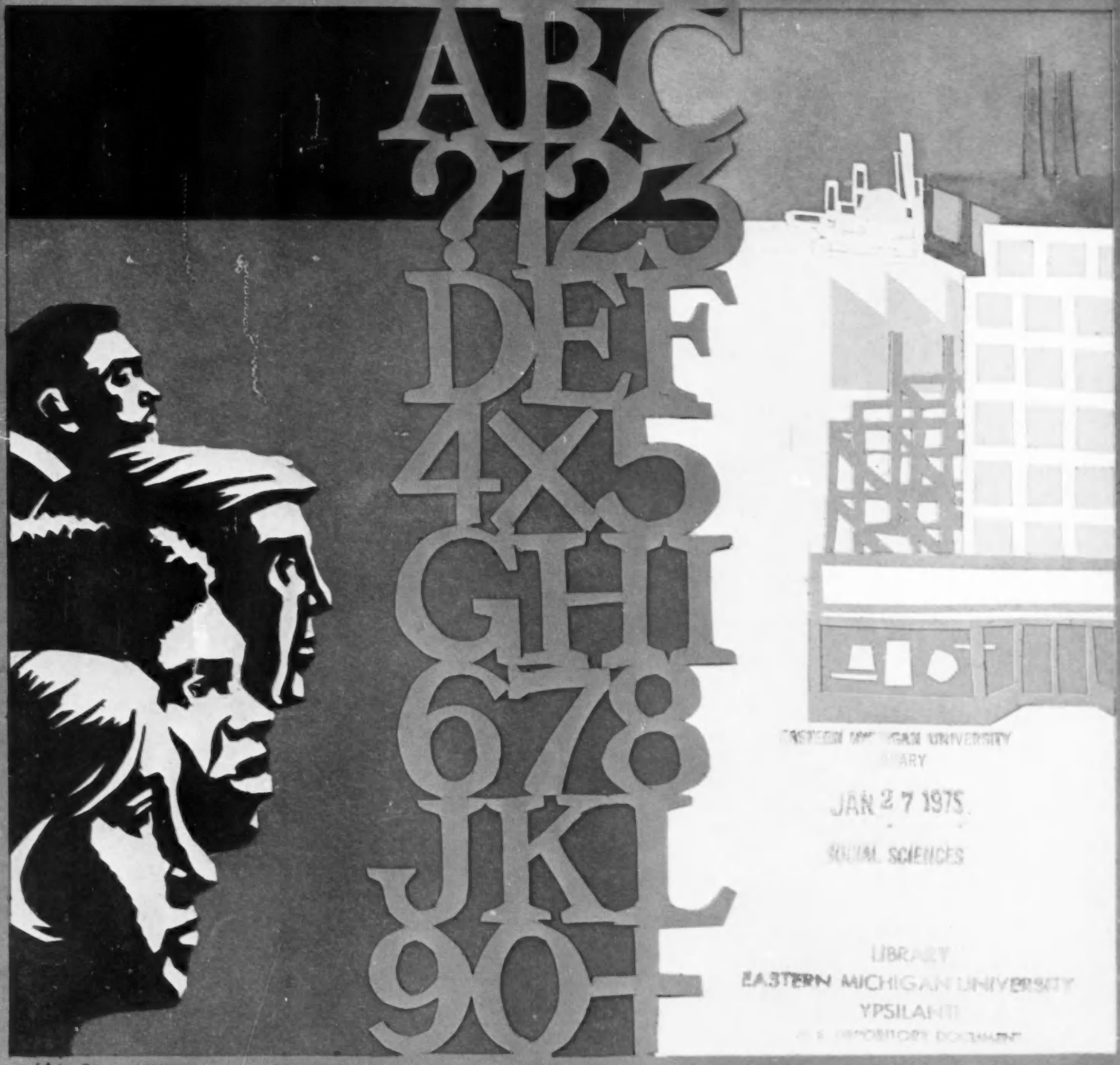
MANPOWER ADMINISTRATION

Basic Education And Job Training



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MANPOWER ADMINISTRATION

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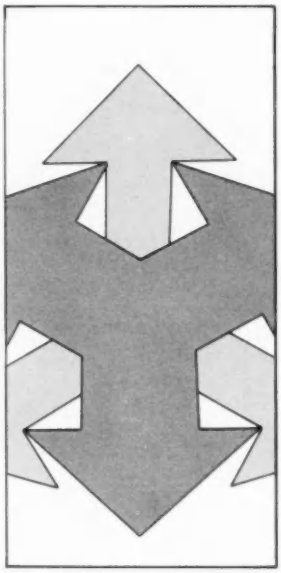
"Before I used to have arguments with my wife and everyone would hear. Now I just close the trailer and everything is between her and me."—Page 21

. . . when a huge, employment-producing construction project threatens to generate a rising tide of joblessness, plotting the proper course is a delicate matter. In its own way, it's almost as difficult as building an 800-mile pipeline across some of the most inhospitable terrain in the world.—Page 16

Because the standard approach to learning already has failed with them, many manpower program enrollees believe they cannot learn and are disinclined to try. Experience has shown that this lack of motivation to learn frequently can be overcome by the repeated experience of success in learning through the proper use of programed material.—Page 4

. . . WIN services appear to be providing better job search assistance than WIN clients can get from any other source.—Page 19

. . . rewarding academic progress with reinforcers such as time off, money, coffee breaks, or points exchangeable for desired items, has been demonstrated to be effective in motivating learning.—Page 6



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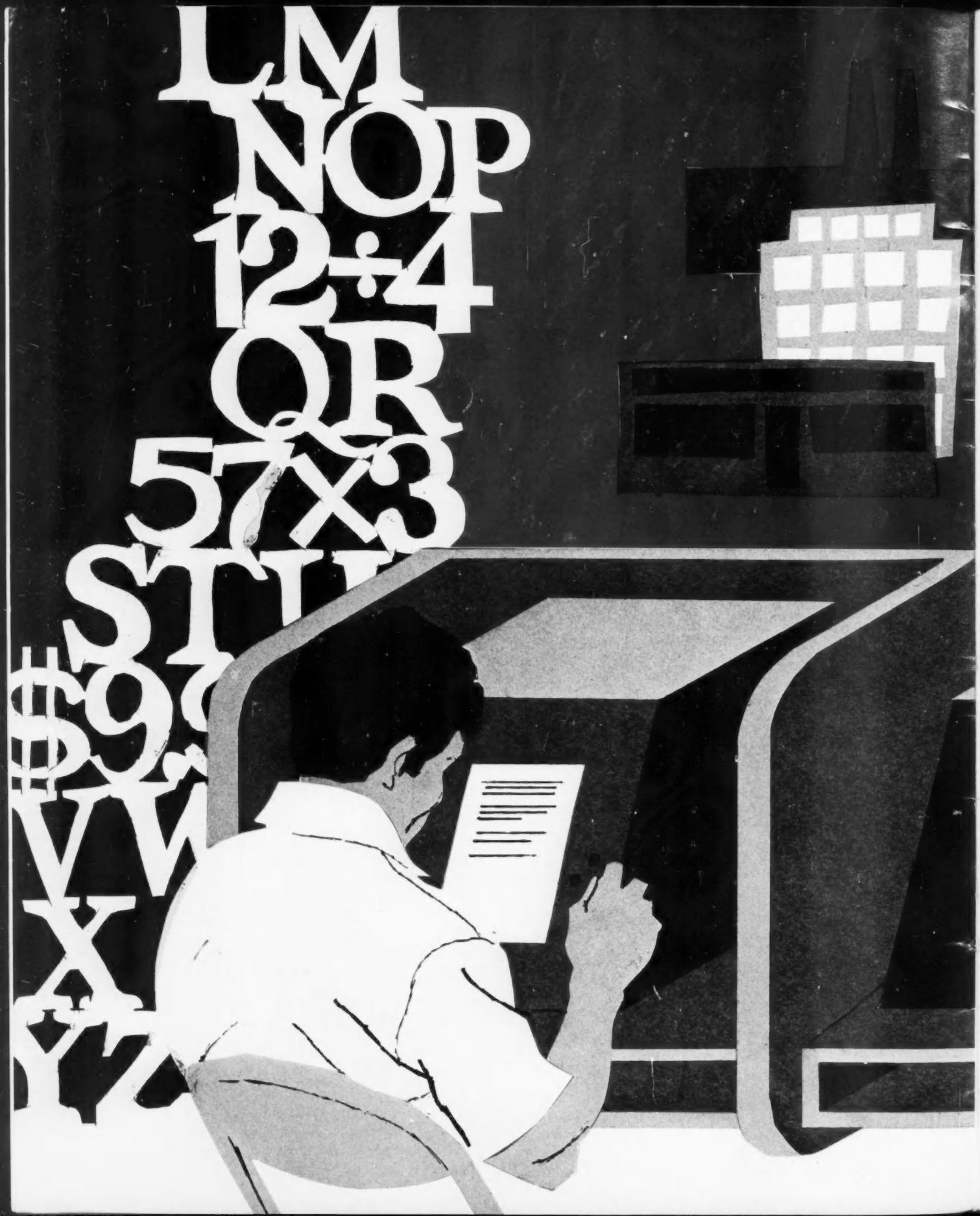
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Basic Education And Job Training

by Mary F. Davies

Classroom Projects Emphasize Individualized Instruction

As they assume the major responsibility for running manpower programs under the Comprehensive Employment and Training Act (CETA), State and local governments will be confronted with a long-standing problem. Many of those whom CETA is designed to serve—particularly the disadvantaged—are barred from desirable jobs and from skill training by their inability to read and write adequately or to perform simple arithmetic. These educational deficiencies among members of manpower program target groups were perceived soon after enactment of the Manpower Development and Training Act (MDTA) in 1962. As a result, basic education was frequently included among program offerings in response to very evident need.

This need has hardly abated over the past decade. Although the general level of educational achievement in the United States has moved steadily upward, more than three-quarters of a million persons dropped out of high school during the year ending in October 1973. Moreover, surveys of literacy levels by Louis Harris Associates in 1970 and 1971 found 18.5 million adult Americans exhibiting some degree of illiteracy and over 5.5 million experiencing considerable difficulty with reading.

As further evidence of the problem, testing of manpower program enrollees has demonstrated repeatedly that the number of school grades completed is no measure of performance. For example, in an evaluation of basic education offerings in MDTA skills centers, it was found that the average school attainment level reported by the trainees was 10.8 grades, but scores on standard reading and math achievement tests placed them at an average 7.6 grade level.

The past decade has seen increasing national awareness of the seriousness of educational deficiencies in the face of expanded technological requirements. At the same time, widespread efforts to teach adults basic academic skills have demonstrated the difficulty and complexity of the undertaking. However, important progress has been made in identifying critical areas for investigation—materials, methods, and management of the instruction process—and guidelines for further progress are emerging. Thus the time appears ripe for surveying the lengthening road traveled in Manpower Administration research and development projects involving adult basic education efforts. Since 1963 academic instruction of various kinds has been a component of some 20 demonstration projects—most of them involving skill training—and the concern of a number of research studies.

Most Projects Had Urban Settings

The account of some of these research and development activities presented here is patently not a comprehensive treatment of a complex subject. Rather it focuses on both the questions and answers uncovered in a number of projects in which adult basic education was an important element of job preparation. The bulk of these projects had urban settings, but some were in rural areas. Among the primary targets have been young workers, prison inmates, the Spanish speaking, workers in entry-level jobs, persons with reading ability below the fifth-grade level, individuals with low academic achievement but potential for higher education—and

Until her recent retirement, Mary Davies was a manpower analyst with the Manpower Administration. This article is taken from her monograph, *Basic Education in Manpower Programs: The R&D Experience*. Additional information on the programs and materials mentioned in the article is contained in the monograph, which is available from the Manpower Administration, Division of Research and Development Utilization, Room 9112, 601 D St., NW., Washington, D.C. 20213 (specify Manpower Research Monograph No. 38).

'One area of agreement is on the need for individualized instruction tailored to individual differences in learning rates, spans of attention, ways of learning, and levels of competence in specific subjects.'

Basic Education

so on through a wide gamut of personal characteristics and settings.

As applied to manpower research and development projects, basic education refers to instruction in reading, writing, and computational skills given to persons 16 years of age and over. On occasion, the curriculum also has included subjects such as social studies and "life skills."

The methods, materials, settings, and instructional staff have varied widely. Most projects have used commercially developed instructional materials, often modifying them to meet the needs of their particular trainees. Some projects have used elaborate "hardware," such as tape recorders, slide projectors, and similar audiovisual equipment; but most, with an eye on costs, have restricted themselves to far less expensive "software," such as workbooks and paper and pencil materials. Tutoring, academic game playing, counseling, and supportive services have been used in varying degrees and ratios.

Most project directors have claimed sizable grade level gains for their clients or cited other evidence of positive results but no consensus has been reached on what works best for whom. On the other hand, there are some areas of agreement, some successes have been documented, and some promising activities of considerable substance are under way.

One area of agreement is on the need for individualized instruction tailored to individual differences in learning rates, spans of attention, ways of learning, and levels of competence in specific subjects. This concept of individualized learning recognizes the differences in the academic achievements manpower clients bring to basic education instruction, not only in terms of grade level but of specific areas of weakness. For example, a student may test at a sixth-grade level in fractions but at fourth-grade in decimals. Such differences can be uncovered through refined diagnostic tests, and dealt with through a "prescribed" unit of study tailored to the specific weakness.

The commitment to diagnosis and prescription has led to the near-universal use of programed instruction material. Unlike conventional materials, which are intended to supplement the work of a teacher, programed instruction provides all the necessary subject matter and directions for independent study. It can be divided into units of study of appropriate length to meet specific objectives. The student works at his own pace without the pressures of peer competition or the embarrassing experience of publicly disclosing ignorance. Continuous and immediate feedback on progress is provided through frequent, brief tests. Moreover, the self-pacing characteristic of programed instruction frees the student from being held back by slower classmates.

A range of commercially developed programed instruction materials is on the market. Moreover, training teachers to produce such material has proved feasible, and a significant amount of it has been produced in the demonstration programs, often in the form of modification of commercial materials.

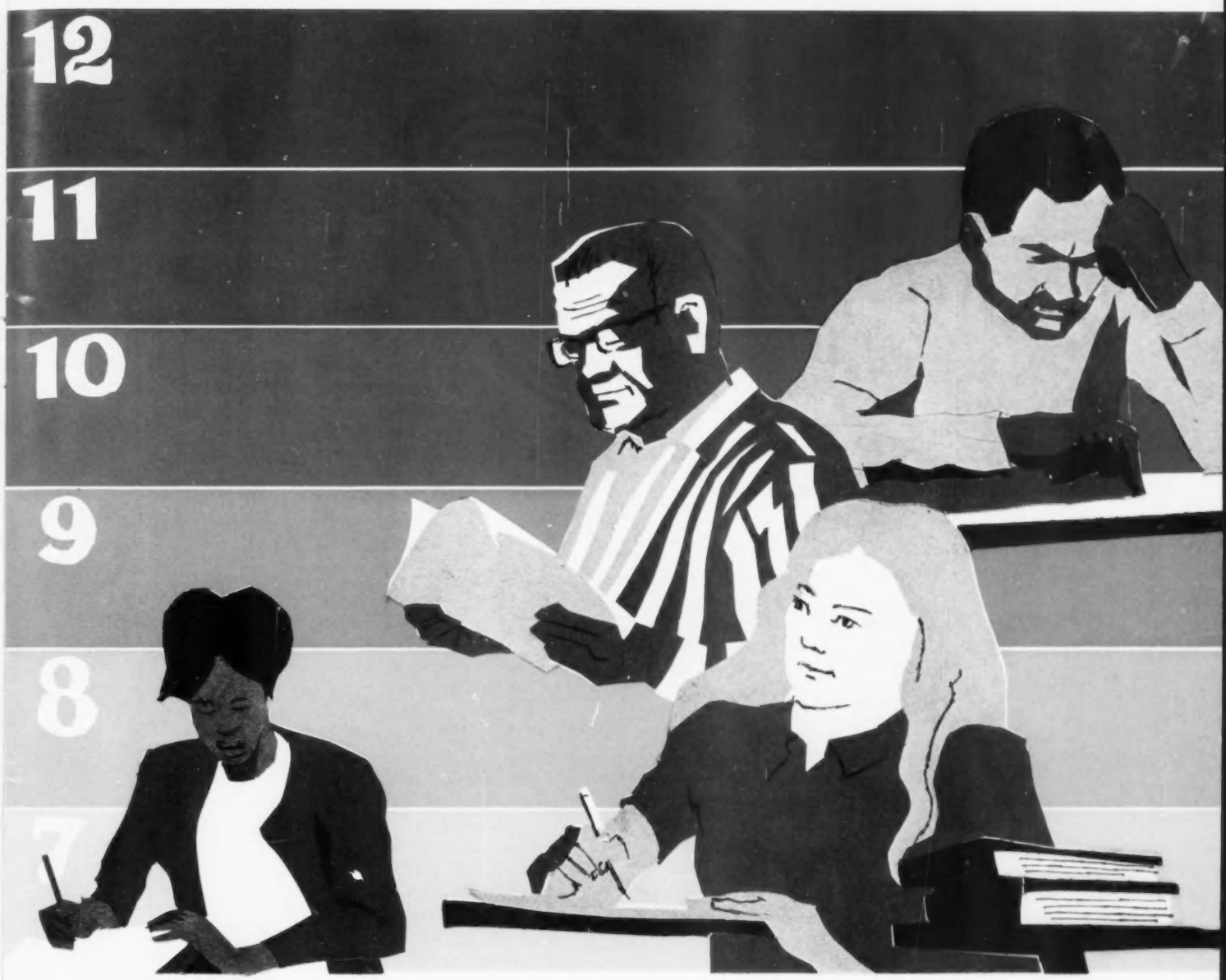
Tests capable of determining the learning needs and achievement of students in reading, language arts, and math are essential in any basic education program. In popular use are the Tests of Adult Basic Education (TABE), the Adult Basic Literacy Examination (ABLE), and the Stanford Achievement Test. Research and development contractors agree, however, that none of the diagnostic tests now commercially available is wholly adequate to guide the prescription of instructional material with the degree of precision that is desirable. This is true of basic math, language, and reading tests, but especially of the last-named.

Motivation Stifled by Past Failures

Because the standard approach to learning already has failed with them, many manpower program enrollees believe they cannot learn and are disinclined to try. Experience has shown that this lack of motivation to learn frequently can be overcome by the repeated experience of success in learning through the proper use of programed material. Also, many researchers stress that negative attitudes toward learning can be overcome by involving trainees in diagnosing their needs, developing their educational plans, and evaluating their progress.

Another variation from traditional teaching that stimulates learning is closely linking the instruction to an occupational skill. The apparent usefulness of the subject matter being offered furnishes a strong motivation for its mastery, and cooperation between academic and vocational instructors holds mutual benefits for learning in both areas.

The learning environment is an important element in the success of an individualized learning system. The learning environment encompasses such diverse aspects as whether enrollment is voluntary (voluntary enrollments generally are more productive), whether enrollees are paid while learning (manpower program enrollees generally are paid allowances), and the time of day the instruction is offered (after working hours may be a poor time). The consensus is that a separate facility for academic instruction is essential to an individualized self-learning approach.



The learning facility should include individual student desks, preferably in sound-proofed enclosures, a teaching station with files for student records, and a library or reading room. Ideally, there should be a separate testing room and an adjacent office for individual counseling. The learning facility should be well stocked with programed instruction materials, arranged for easy accessibility, and cataloged according to skill, content, and suggested level of usage.

Teaching skills, of course, are crucial in virtually any educational endeavor. In manpower program educational projects, teachers' strengths may lie in their superior knowledge of a vocational area—journeymen workers make good teachers—or in the natural empathy between students and teachers with similar ethnic and socioeconomic backgrounds. Researchers have found that interest in the trainees and enthusiasm for the task at hand are more important than formal training in educational methods.

Researchers agree that teachers should support the social philosophy of programs for the disadvantaged and be strong enough to handle discipline problems but able to create a more relaxed atmosphere than that of the traditional school setting. They further agree that instructors must be trained to work with disadvantaged adults.

Individualized instruction implies a high ratio of staff to pupils, and research and development projects have made effective use of tutors to supplement teachers and work with students on a one-to-one (or nearly so) basis. In one instance tutors were VISTA volunteers; in another, housewives with some qualifying experience in their backgrounds; in still another, the more advanced students tutored others in the same project.

However, the difficulty of recruiting and training large numbers of tutors places practical limitations on their use. A cautionary note also has been sounded in some projects that

'. . . rewarding academic progress with reinforcers such as time off, money, coffee breaks, or points exchangeable for desired items, has been demonstrated to be effective in motivating learning.'

unless tutors are properly trained they may become crutches for students who then fail to master independent problem-solving techniques. In their zeal to help, some tutors prepare students to pass particular tests at the expense of acquiring skills of general applicability.

Manpower services for the disadvantaged generally have included counseling and supportive services to keep clients in programs and insure that they benefit from them. So, too, research and development projects with an adult education component have shown that many enrollees are too distracted to learn until they get help with personal matters such as budgeting, child care, or health problems.

In a specialized area of remedial education, a research contractor has developed a program to teach English language skills to the Spanish speaking (and Spanish language skills to the English speaking) with positive job market outcomes for unemployed and underemployed Spanish-speaking enrollees. A key element in the methodology is the use of a specific occupational vocabulary, consisting of words and phrases commonly encountered on the job. A team of teachers possessing a high degree of empathy with the students uses sophisticated electronic audiovisual and audiolingual teaching aids.

Another contractor has worked extensively with Puerto Rican youth who lacked not only English-reading but English-speaking ability. In a language workshop for non-English-speaking youth, it was found that listening to and speaking English in advance of attempts to teach its reading and writing gave good results.

Diagnosis and Prescription Stressed

The most significant contribution coming out of the Manpower Administration's research and development efforts in basic education may turn out to be the development of a system that begins with diagnosis, proceeds with prescription, is strong on evaluation and feedback, and is packaged for use after relatively short-term staff training. Two of the more significant projects that have contributed to progress in this direction are the Experimental Manpower Laboratory for Corrections (EMLC) and the Technical Education Research Centers (TERC).

During 1964-68, the EMLC—which is operated by the Rehabilitation Research Foundation—conducted MDTA skill training projects for inmates of Alabama's Draper Correctional Center. Among the critical questions explored was how to improve the academic performance of inmates so they could be trained for good postprison jobs.

During this period experimental work in developing a system of individualized instruction in reading, math, and language arts was conducted. A learning resource center was set up, suitable programed instruction materials were identified, college students were used as tutors (and role models), and various methods were used to reinforce or reward good performance by students.

Additional, and more sophisticated, work with offenders in these areas has since been carried forward by the EMLC. Several tools have been developed for use with the disadvantaged. The first of these, the Individually Prescribed Instructional (IPI) System, is a program for teaching language arts—the mechanics of writing and speech such as grammar, spelling, and punctuation—and basic math. The IPI System was the earliest effort under research and development auspices to develop a technology for an individualized instruction system which covered management of the delivery of the instruction that could be presented in manual form for general use. It used—and uses—the Tests of Adult Basic Education (TABE) as the basic diagnostic instrument.

Subsequently, a method was developed to link TABE scores to specific instructional materials that, when used in proper sequence, could correct learning deficiencies. This method, the Modular Analysis of Learning Difficulties (MALD), specifies learning deficiencies and guides the selection of programed instruction materials from a *Prescribing Catalog* that lists commercially available materials.

The tools developed by EMLC are currently employed by correctional systems in South Carolina, Georgia, Pennsylvania, and Kentucky, and in several additional Federal, State, and local correctional institutions, as well as in a State adult basic education program.

The EMLC has given considerable attention to motivating disadvantaged adults for academic achievement. For many students, the built-in reinforcing elements of the IPI System are sufficient—individualized study schedules, the immediate verification of responses provided by programed instruction, the experience of success, and praise from managers all combine to keep these students performing at or near their best potential.

With other students, rewarding academic progress with reinforcers such as time off, money, coffee breaks, or points exchangeable for desired items, has been demonstrated to be effective in motivating learning. Successful reward systems can be operated even within those adult education programs which lack funds to cover cash awards, prizes, or consumables, since time off, passes, special privileges, and similar

rewards require only policy decisions and administrative cooperation.

EMLC staff report that such rewards are best handled through individually negotiated and written contingency contracts that state the amount of academic progress expected and the reinforcers guaranteed to the student. It has been found that these reinforcing techniques—which EMLC calls contingency management—can be learned and systematically applied by anyone who has the characteristics and the commitment suited to teaching disadvantaged students.

As a cautionary note, contingency management techniques should be thoroughly understood before they are employed. They can best be learned from trained psychologists.

EMLC researchers have found that remediation in reading poses particular difficulties. In the absence of good instruments for diagnosing reading weaknesses, it has been impossible to relate those weaknesses to specific modules of instruction as the MALD does in math and language arts. However, an Individualized Reading Instructional System (IRIS) has been devised that provides a graduated system of six self-paced tracks suitable for persons whose reading abilities range from nonexistent to the seventh-grade level. Students are placed in a track according to scores on the Locator Test for the TABE. Periodic tests determine student progress in terms of standard grade levels.

Additional key features of the IRIS include the use of a reading lab accommodating from 1 to 15 students; program entry and exit at any time; and largely reusable instructional materials. The *IRIS Guide* outlines for the instructor step-by-step procedures for monitoring students' progress and includes information on purchasing materials and equipment.

Starting in 1971, the Technical Education Research Centers (TERC) expanded the application of the concepts and tools developed by the EMLC to significant additional areas of

instruction. TERC formulated a program called the Individualized Manpower Training System (IMTS). In addition to remedial education in reading, arithmetic, and language, IMTS offers occupational exploration, including work sampling, jobsite tours and other opportunities for obtaining vocational information and guidance; consumer education and instruction in health maintenance and personal-social skills; coaching in acceptable on-the-job behavior with respect to attendance, punctuality, care of property and resources, and standards of performance; and some preparation for vocational training such as an opportunity to handle and become familiar with basic tools.

One area in which TERC has gone beyond EMLC is in efforts to develop better diagnostic tools for persons with less than a fifth-grade reading level. Upgrading the reading skills of this group has proved particularly difficult for both TERC and EMLC. Reliance on a broader range of multimedia aids also distinguishes the IMTS from the EMLC program. Moreover, TERC has formulated a procedure for teaching reading that involves two commercial, multimedia programs. Staff are taught how to use the two programs in concert.

In addition, TERC has added to and updated the options in the *Prescribing Catalog* developed by the EMLC and has modified the MALD to improve learning sequences for both language and arithmetic.

Staff Training Package Produced

TERC is unique among research and development contractors who have worked with adult basic education in producing a comprehensive staff training package aimed at improving the use of the technology developed by TERC and others. The Manpower Administration has supplied funds to use this package to train adult basic education staff at 10 demonstration sites in Alabama, Florida, Georgia, and California. Among the host institutions are area vocational technical and trade schools, a skills center, a community college, and youth detention centers.

In Florida, this training has been part of a move by the State Department of Vocational, Technical, and Adult Education to coordinate the use of Federal monies under different authorizations for the benefit of the disadvantaged. A Consortium of Colleges and Universities (CCU) has been enlisted in the effort and has helped to monitor and advise the TERC project. CCU has assumed responsibility for training staff and monitoring performance as the use of the IMTS expands in the State.

TERC concentrates on training available staff, and emphasizes the use of available material. Staff training begins with a 1-day orientation workshop and continues through five other phases. In the course of this training, staff get practical, commonsense instruction in how to set up a facility, order materials, diagnose and prescribe for students' learning needs, and manage the instructional program.

Both the adult education system and the staff training offered by TERC rely heavily on the concept of individualized goals, motivation, and learning. Students are helped to select achievable goals consistent with their interests, abilities, and values. Staff training stresses the importance of responding to individual differences within a group of people who share certain behavior patterns that should be altered to enhance their chances of success in the world of work. The accent is positive, with reinforcement of success through constant evaluation and feedback on each student's progress.

Perhaps because it is the only offering of its kind and because individualized instruction for the educationally disadvantaged has gained general acceptance, the response to the TERC project has been lively. As field-testing and refinement of the materials have progressed, requests for information and demonstrations have multiplied. It appears that the long-range goal of the project, to increase the number of qualified staff who can establish and operate a system of individualized prevocational and vocational training for adults in need of remedial education, is on its way to realization.

In terms of numbers, the largest adult basic education program by far is the one administered by the U.S. Office of Education. It enrolled approximately 800,000 adults (16 years of age and over) who lacked high school diplomas in fiscal year 1974. The program provides instruction in reading, writing, computation, and social living skills as well as preparation for vocational training. Grants are made to State and local education agencies and to public and private nonprofit organizations to conduct the classes. Manpower program sponsors have sometimes called on these resources to obtain basic education for their clients. While it is federally funded, the Office of Education program cannot be termed a national program in the sense that the term implies the use of uniform standards and practices.

In a manpower training context, most of what is known about the usefulness of adult education is based on observation supported by very limited hard data, rather than on fully documented research. Nevertheless, it is safe to assert that basic education can be combined with and related to skill training and that motivation to learn in both areas is thereby mutually reinforcing. □

News&Notes

The Federal-State employment service placed 3,334,000 people in jobs during the 1974 fiscal year, 300,000 more than in the previous year. Persons 22 years of age and under accounted for 1,386,000 placements, or 42 percent of all individuals placed—up 19 percent from the previous year's total. The number of women placed—1,338,000—increased 14 percent over the previous year, while the 1,996,000 men placed represented an 8 percent rise. Placements rose about 14 percent for minorities, remained about the same for individuals 45 and over, and declined slightly for Vietnam-era veterans.

* * *

Alexander S. (Sandy) MacNabb, a Micmac Indian, has been named director of the Manpower Administration's Division of Indian Manpower programs under the Comprehensive Employment and Training Act (CETA). About $42 million has been made available in the current fiscal year for use by Indian tribes, bands, groups, and other organizations acting as independent prime sponsors of manpower programs under CETA. MacNabb, 45, was deputy director of the Labor Department's Office of Federal Contract Compliance, a position he held for most of 1974 before he accepted the Indian manpower job. In 1973, he was director of the Office of Indian and Territorial Development in the Department of the Interior.

* * *

Blinded veterans will be offered employment assistance through a $68,000, 1-year Manpower Administration contract with the Blinded Veterans Association. Under the contract the veterans group will set up an outreach employment program to give blinded veterans an opportunity to work alongside sighted coworkers in an equal status. Vietnam-era veterans will receive special priority. It is estimated that there are about 50,000 blinded veterans in the Nation who can benefit from the program. The program will help veterans to prepare and circulate resumes, seek out job leads, and get ready for employment interviews. It also will match potential employees with prospective employers.

Thiokol Chemical Corp., has been awarded a $2 million contract to operate the Atlanta Regional Residential Manpower Center for another year. Thiokol has operated the center, which is a Job Corps facility for women, since its opening in January 1970. Enrollees are recruited from Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee. Currently operating at capacity, the center is providing some 350 women, 16-21 years old, with intensive remedial education, job training, and social skills. Vocational training is given for such jobs as secretary, licensed practical nurse, medical office assistant, dental assistant, medical laboratory assistant, child development assistant, and master cosmetologist. The facility has an experimental child-care program for some 50 children who live on the premises with their solo or single parents.

* * *

The Latin American Task Force (LATF) Inc. of Chicago will prepare Spanish-speaking applicants for apprenticeship examinations under a $59,450 1-year contract with the Manpower Administration. LATF's goal is to place a minimum of 30 Spanish-speaking applicants in apprenticeable building and construction trades from among some 300 unemployed or underemployed recruits. The project will determine the efficacy of using bilingual, bicultural individuals and organizations to call attention to the barriers faced by Spanish-speaking persons in entering the predominantly English-speaking construction industry. Because of the language barrier, applicants will receive additional followup after being placed. The bilingual staff of LATF will work with applicants, employers, and unions, disseminating information and instructions.

* * *

Some 170 women have been placed in apprenticeship or related jobs over the past 3 years by Better Jobs for Women, a project run by the Denver YWCA. Starting salaries range from $2 to $5 an hour. Among the women placed as apprentices have been plumbers, carpenters, painters, bricklayers, printers, electricians, and cabinetmakers, with the

highest paid apprentice in this group now earning more than $7 an hour. More than 60 of the 168 women placed by the project are members of minority groups. The YWCA recently received a $58,000 contract from the Manpower Administration to continue the project for another year.

* * *

The effects of automation on the automobile industry is the subject of a 17-nation study being sponsored by the International Social Science Council. The study includes research in Austria, England, France, Japan, Poland, Sweden, Russia, and the United States on the impact of automation on working conditions, work content, and workers in the steel industry. The U.S. portion of the study on the steel industry is being carried out by Kent State University.

* * *

Michigan has established an Advisory Council for the Spanish Speaking. In creating the council, Governor William G. Milliken said that cultural and language differences have made it difficult for the State's Spanish-speaking residents to share equally in opportunities for employment, education, housing, and many social and health services. One of the council's functions will be to assist in the recruitment and hiring of Spanish-speaking people in industry and government.

* * *

A Manpower Administration contract to expand citizen participation in the United States Jaycees' criminal justice program has been extended for a third year at a cost of $353,000. The program works through 350 Jaycee chapters in prisons and over 7,000 outside chapters. It uses volunteer Jaycee members to help offenders become integrated into outside life before release from prison, and to counsel them and help them find jobs, housing, and medical, legal, and other services once they are released.

* * *

A total of about $22.3 million was found to be owed to 85,341 workers underpaid under Federal wage and hour laws during the first 3 months of fiscal 1975, the U.S. Department of Labor has reported. During the same period about $11 million was recovered for 66,500 underpaid workers. Most underpayments resulted from violations of minimum wage and overtime provisions of the Fair Labor Standards Act (FLSA). The major reason for the difference between the total money owed to employees and the amount actually paid is employers' refusals to pay back wages in cases unsuitable for litigation by the Labor Department. In such cases any employee has the right to institute private and independent action for the recovery of back wages due and substantial amounts of wages are recovered by employees in this way, which are not reflected in the Department's statistics.

* * *

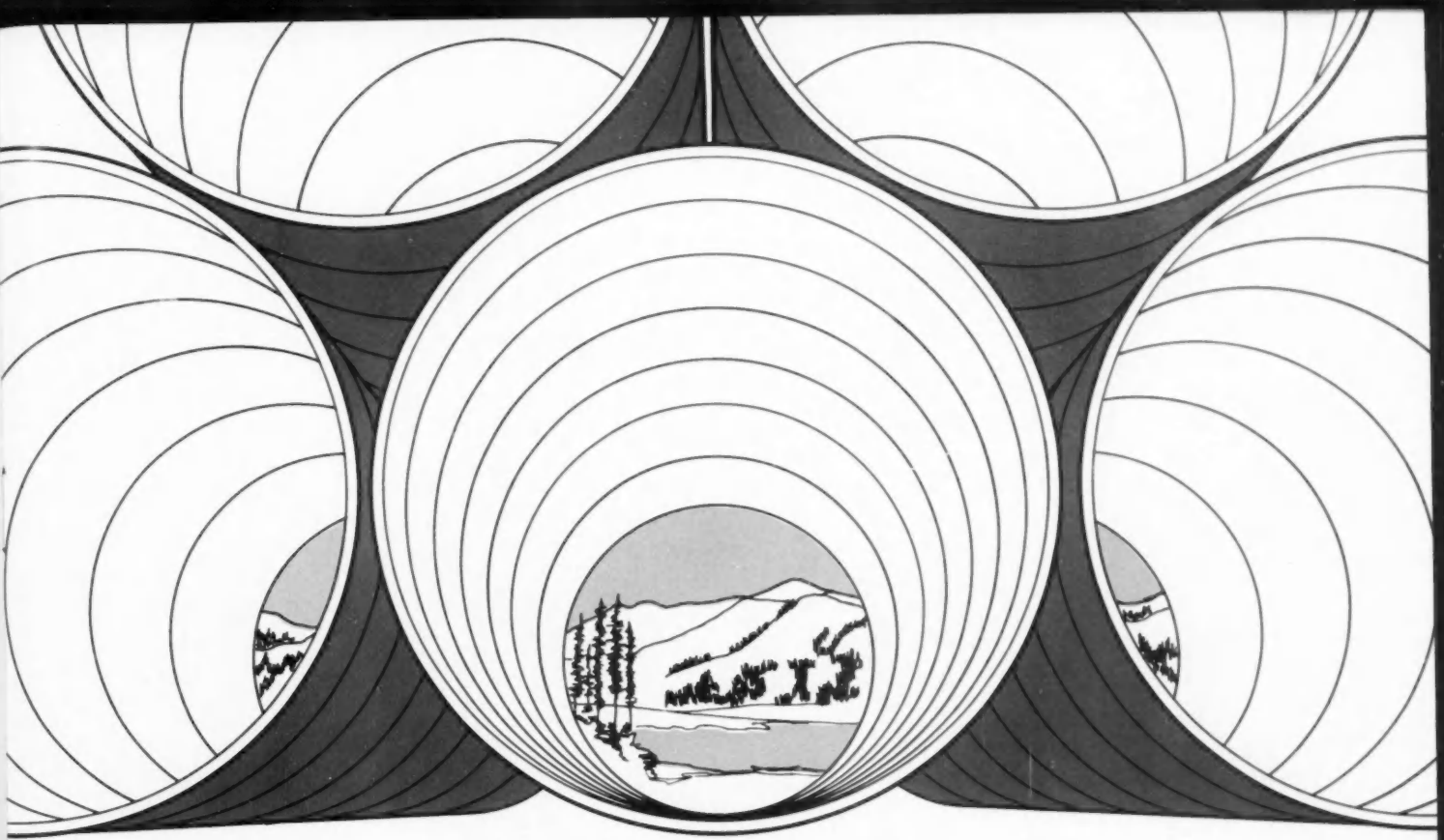
A company policy banning the hiring of ex-convicts does not constitute discrimination, the U.S. District Court for Eastern Missouri has ruled. The court rejected the charge of race discrimination brought by a black applicant who was refused a job because he had been convicted of refusing induction into the military. The court supported the company's argument that the desire to prevent theft of cargo and other considerations of "business necessity" justified the hiring ban. It refused to order the company to adopt a policy of denying only certain jobs to people convicted of specified crimes.

* * *

Two minority-oriented organizations—OIC of Philadelphia and Jobs for Progress, Inc. of Los Angeles—have been awarded contracts of $2.2 million and $1.4 million, respectively, to help their local affiliates operate manpower programs. Opportunities Industrialization Centers (OIC) of America, Inc., headed by the Rev. Leon Sullivan, is a black-oriented manpower and social action organization with more than 100 local centers. Jobs for Progress, operating as SER (Service, Employment, and Redevelopment) and headed by Ricardo Zazueta, is a social-action manpower organization for the Spanish speaking with approximately 40 local affiliates. Basic operating funds for local OIC and SER units are provided by local prime sponsors of manpower programs under the Comprehensive Employment and Training Act (CETA). The 1-year Manpower Administration contracts with the national headquarters of both groups were authorized under CETA to provide technical assistance and promotional support to the local units.

* * *

Applications for enrollment in the Nation's State colleges and universities last fall declined 13 percent from the 1973 level, according to a survey conducted by the American Association of State Colleges and Universities (AASCU). The decrease in applications and the decline in enrollment estimated by some administrators appear to stem from several financially related issues, the AASCU said. Increased attendance at the less expensive community colleges and technical schools, and increases in tuition at State colleges and universities were identified as factors by some administrators expecting enrollment declines.



Training Alaska Pipeline Workers

by Michael Grace

Various Programs Stress Job Opportunities for State's Natives

Everything about Alaska is big. It is the largest State in the Union; it is the home of the tallest peak on the North American Continent, 20,320-foot Mt. McKinley; its coastline is longer than that of all of the other coastal States combined; and beneath the waters of the two oceans and three seas that wash its shores is 65 percent of this Nation's continental shelf.

It is only fitting then that the $6 billion oil pipeline now being built across Alaska is the largest private construction project ever undertaken in the history of the world. A variety of training programs will play a big role in this massive effort.

Michael Grace is assistant director of information for the Laborers' International Union.

Alaska Pipeline

It is expected that more than $5 million will be spent this fiscal year for training programs to provide some of the workers necessary to complete the pipeline. The Alaska State Government, in addition to its normal funding under the Comprehensive Employment and Training Act (CETA), has received an extra $3.3 million for pipeline-related projects. Likewise, the Alaska Employment Security Division has received $2.4 million over its regular allocation to pay for the additional workload generated by the pipeline. Another $1 million has been provided in national CETA grants. And the Alyeska Pipeline Service Company, the consortium of seven oil companies that will own the pipeline, has provided $1 million to the State to train Alaska Natives. In addition, numerous local training programs, jointly operated by unions and employers, have been in existence for years.

Jobseekers Cautioned

In all, about 2,000 people will receive training to fill some of the nearly 14,500 pipeline jobs that will exist during calendar year 1975. Several training programs already have placed scores of workers on the jobsite.

Although the pipeline is expected to generate substantial employment—both directly and indirectly—the U.S. Department of Labor repeatedly has cautioned jobseekers not to go to Alaska unless they have a commitment in writing from an employer. Unemployment in Alaska is about 12 percent, approximately double the national average. Living costs always have been high in the State and the economic stimulus provided by the pipeline has aggravated the problem. Apartment rentals start at about $350 a month for one bedroom. A ham-and-eggs breakfast costs up to $8. Overall living

Natives recruited from throughout the State begin their training in Seward with 4 weeks of classroom instruction, which stresses "hands-on" practice as well as group lectures.

Roadbuilding instruction for Alaska Natives in the Laborers' Union training program includes working with surveying instruments and actually running center lines and right-of-way stakes.

expenses in Alaska range upward from $200 a month more than in the other States.

Complicating the job picture for outsiders is a State law requiring that Alaska residents get hiring preference for pipeline work and many other jobs. Also, Alyeska has signed a separate agreement with Native groups to assure that indigenous Alaskans get a fair share of pipeline jobs. In addition, the firms doing the pipeline construction work are hiring through labor unions with which they have collective bargaining agreements, and union hiring halls will give job preference to their Alaskan members.

To coordinate and direct its pipeline training and employment programs and responsibilties, the State has established the Alaska State Manpower Utilization System (ASMUS). Housed within the State Employment Security Division's facilities, ASMUS includes representatives of that agency and of the Bureau of Indian Affairs, Alaska Federation of Natives, unions, employers, apprenticeship outreach programs, the Veterans Administration, and the State Vocational Education Division, all of which have an interest or involvement in pipeline training or employment. ASMUS will handle the screening, selection, and referral of people seeking jobs or training.

ASMUS administrative officer Ronald Gunn said the organization was set up to prevent duplication of manpower operations. "We are not the enforcing arm for the State hiring laws," he emphasized. "Our responsibility is to provide the workers that employers need to fulfill the legal hiring requirements."

Job-ready applicants will be referred by ASMUS directly to pipeline employers. Those not job-ready will get train-

ing, either on the job or in the classroom. Some of those assigned to on-the-job training will enter apprenticeship or preapprenticeship training programs with such unions as the Electrical Workers, Plumbers, and Teamsters. On-the-job trainees will receive full pay for the work they do and their employers will be reimubursed for up to 50 percent of the trainees' salaries.

A variety of educational facilities is being made available for classroom training. The University of Alaska and the community college system, high schools, private schools, and vocational schools will be used. Trainees will spend 4 to 6 weeks in the classroom, depending on the program, and will receive room, board, and a living allowance. Classroom instruction will stress job skills and will prepare participants for work as welders, carpenters, operating engineers, truckdrivers, and for other construction or construction-related pipeline jobs. Classroom instruction also will be used to help prepare some trainees to enter apprenticeship programs.

Pipeline training plans are designed to serve "disadvantaged, unemployed, and underemployed individuals." Virtually all the State's Native population fit this description and Gunn said that at least 50 percent of all training activity will be directed at this group. This is in addition to the $1 million especially earmarked by Alyeska for Native training, he pointed out. "It will be a major manpower challenge to meet our 50 percent goal and still fill jobs with adequately trained people," Gunn said.

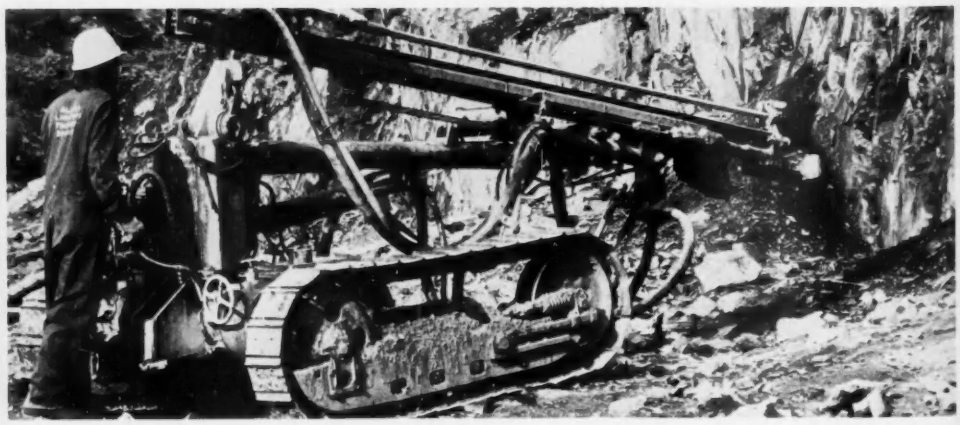
Alaska Natives comprise about 20 percent—some 60,000—of the State's total population and fall into three main groups—Eskimos, Indians, and Aleuts. More than 30,000 of the aboriginal population are Eskimos. Most Eskimos live in the backcountry of the western and Arctic regions while the various Indian tribes are scattered throughout interior, southeastern, and southwestern Alaska. Aleuts, the smallest group, are settled mostly on the Aleutian Islands chain.

The "bush" country where most of the Natives live often can be reached only by airplane. This geographical isolation, coupled with the traditional values and customs that many of them still retain, has insulated Alaska Natives from the white man's ways. To help overcome this barrier, special staging centers have been established in Anchorage and Fairbanks. Here Native trainees will get medical examinations, receive an orientation to the world of work, and be provided with guidance and counseling services. After a 2-week stay, they will report to their respective training programs.

"We expect all training programs to be adapted to fit the special needs of the Natives and to address themselves to work considerations other than simple tool manipulation and similar skills," said Gunn. "And we are strongly promoting the use of the staging centers as a supplement to skill training."

Contracts for pipeline training awarded on the national level also make Alaska Natives the prime target. Although there will be coordination and cooperation between the national and State administered training project, the national contracts will not operate through ASMUS. About $1 million already has been awarded for national contracts, all on a 1-year basis.

Most of the national contracts will emphasize on-the-job training. Organizations awarded contracts include the Laborers', Operating Engineers, Iron-



Use of a variety of power tools is high on the agenda in the Laborers' Union training program for Alaska Natives.

Laborers' Union photos by Joe Manfredini

Much of the pipeline is being built across rough terrain, so knowing how to use a scaling rope comes in handy.

workers, and Carpenters Unions; apprenticeship outreach programs; and the AFL-CIO Human Resources Development Institute. The Laborers' program combines classroom and on-the-job training and is the largest pipeline contract awarded at the national level to date.

Laborers' officials say unemployment among members of the union in Alaska is nearly 25 percent. At the same time, however, it is estimated that 2,500 laborers will be needed for pipeline work, making it the largest job classification. To help prepare Alaska Natives for many of the specialized laborer pipeline jobs, the union was awarded $356,000 in CETA funds. The contract is for 144 job slots and was included as a 6-month extension to an existing $890,000 Manpower Development and Training Act contract that expired in September.

Laborers' National Training Director Bob Hull explained that the pipeline contract has been sublet to the existing Alaska Laborers-Associated General Contractors Training Fund, a locally negotiated union-management training program. Natives get 4 weeks of classroom instruction at the Alaska Training

Time out for coffee.

Alaska Pipeline

School in Seward, a State-owned facility used by the Laborers' Union, followed by 4 weeks of on-the-job training. The first class graduated in September and Hull said all the participants were hired.

"We will have six groups of 24 each participating in the program," Hull explained. "As one group goes into on-the-job training, we will have another ready for classroom work. Locating qualified Natives could be a problem, but we have three locals chartered in the area and they will be involved in recruiting."

The Laborers' local training staff consists of six full-time employees—a training site manager, a field coordinator to assist in recruiting, an on-the-job training coordinator to assist with job placement, and three instructors.

During the classroom phase, trainees draw an allowance of $72 a week and receive free room and board at the training school. Laborers' training site manager Earl Nicholson said that one of the biggest recruiting problems is transportation.

"These Natives are brought in from villages all over Alaska and getting to them is very expensive," Nicholson said. "We figure transportation alone is going to cost about $17,000."

Once accepted, trainees face a rigorous schedule of 160 hours in the classroom. The term classroom means training carried on both inside and outside the school. Training emphasizes the "hands-on" approach, and includes use of small air-powered tools, drilling and blasting, reading blueprints and specifications, setting construction forms, safety, and job orientation. The off-site training is done at many areas around Seward and trainees often work on actual small projects such as tennis courts, patios, and the like.

"We expect to complete four or five classes before cold weather sets in," said Nicholson. "After that it will depend on how many contractors will be working."

Once trained, these workers will become part of a vast construction project in a vast, lonely, isolated land. Despite its size, there are only about 310,000 permanent residents in Alaska, fewer people than live in El Paso, Tex. And the State of Rhode Island has a longer highway system.

The pipeline, an 800-mile project, will slice the State in half on a north-south line. It is being constructed in four phases: (1) a road along the entire route of the pipeline, (2) several large pumping stations, (3) the pipeline itself, and (4) ship loading and dock facilities at the ice-free port of Valdez, southern terminus of the pipeline. Once the oil has been pumped to Valdez, it will be loaded on transport ships and delivered to the other States. Eventually, nearly 2 million barrels of oil a day will flow from Alaska to the "lower 48."

Natural Obstacles Cited

The geographic obstacles to pipeline completion include massive mountain ranges, floating glaciers and ice fields, wide rivers, and active volcanos. The Valdez seaport once was located a few miles to the west of its present position. The original town was completely destroyed by an earthquake in 1964.

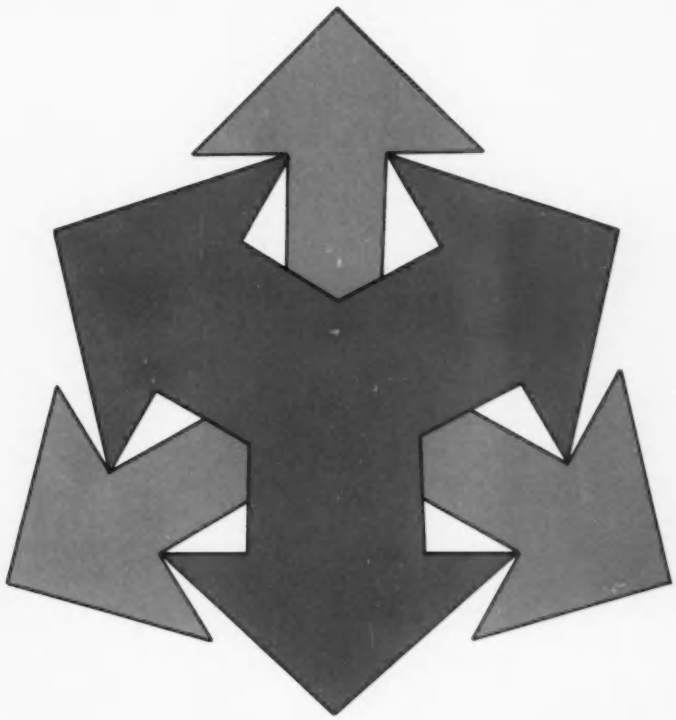
In addition to the topography and the cold, pipeline hardhats will have to contend with the loneliness of living in work camps situated thousands of miles from populated areas. For 9 weeks at a time, with a week of leave in between, they will have to work 12 hours a day, 7 days a week.

But the financial rewards can be great. With overtime, holiday pay, and free room and board, laborers can bring home as much as $15,000 in one 9-week stretch. More skilled workers can earn upwards of $18,000 for just 9 weeks of work.

Coexisting with these tremendous wages is an unemployment rate that has swollen the State's welfare rolls to the breaking point. As a result, the Canadian Government, U.S. Government, State Government, unions, and employer groups are engaged in an active campaign to discourage prospective jobseekers from migrating to the State. Government pamphlets warn of the hazardous job situation and incredible cost of living. Union publications periodically carry articles on the State's unemployment and welfare crisis and the scarcity of jobs and housing. Still, officials of the Alaska Department of Labor fear that the unemployment rate will climb to more than 16 percent, with the bulk of the joblessness coming in service occupations.

The Government, unions, and employers are walking a thin line between training enough workers to meet current demands and training too many people for jobs that may not exist 4 or 5 years from now. It is this problem most training officials refer to when asked about future programs and funding. Training programs are being implemented to fill "current needs only."

Most manpower planners would have little difficulty if asked to map out a program to deal with an economic boom, or bust, or something in between. But when a huge, employment-producing construction project threatens to generate a rising tide of joblessness, plotting the proper course is a delicate matter. In its own way, it's almost as difficult as building an 800-mile pipeline across some of the most inhospitable terrain in the world. □



WINning the Job Search

by Bradley R. Schiller

Program Rated Best Source of Help for Former Participants

How hard do welfare recipients really look for jobs? What kinds of job search methods do they use? And what kinds of search patterns work best for them? Answers to these questions are important, not only to a continuing evaluation of welfare and manpower programs, but also to the design of future policy.

In an effort to answer these questions, the Manpower Administration funded a study of job search behavior among former participants in the Work Incentive (WIN) Program. WIN attempts to place welfare recipients—those receiving payments under the Aid to Families with Dependent Children (AFDC) Program—in jobs or on-the-job training. The study,[1] undertaken by Pacific Training and Technical Assistance Corporation, sought to determine how former WIN clients go about looking for jobs and which methods seem to yield the greatest success.

A basic concern of this study was the effectiveness of public agencies—the employment service and WIN—in helping AFDC recipients find jobs, as compared with other means of finding work—want ads, friends and relatives, unions—used by the same population. (It should be noted that the WIN Program is run by the State employment service in all States but one. However, it usually is handled by a separate unit that often conducts special job development and placement efforts for WIN participants only and does not work with regular employment service applicants. Therefore the distinction between the employment service and WIN sometimes is difficult to maintain. WIN services might be regarded as a specifically targeted adaption of employment service methods.) A sample study of the jobhunting behavior of the overall population, undertaken by the Census Bureau for the U.S. Department of Labor's Bureau of Labor Statistics, provides data for comparing the job search methods of former WIN participants with those of the population as a whole.

Data on former WIN participants were collected during the fall of 1973 through personal interviews in 16 cities. The respondents were people who had participated in WIN and were no longer receiving WIN services. Over the years, services to WIN participants may have included, in addition to job placement, orientation to the world of work, counseling, classroom instruction, on-the-job training, and supportive services. In 1972 the WIN Program was revised with virtually all the emphasis going on placement of participants in jobs or on-the-job training. The study included people who had been in the program before the 1972 changes and people who had been in it after.

Most of those interviewed had left the WIN Program—for a variety of personal reasons—before being placed in jobs or completing their training. Nevertheless, as a group the former WIN participants reported a very high level of labor market activity. Indeed, 76 percent of the women and 94 percent of the men said

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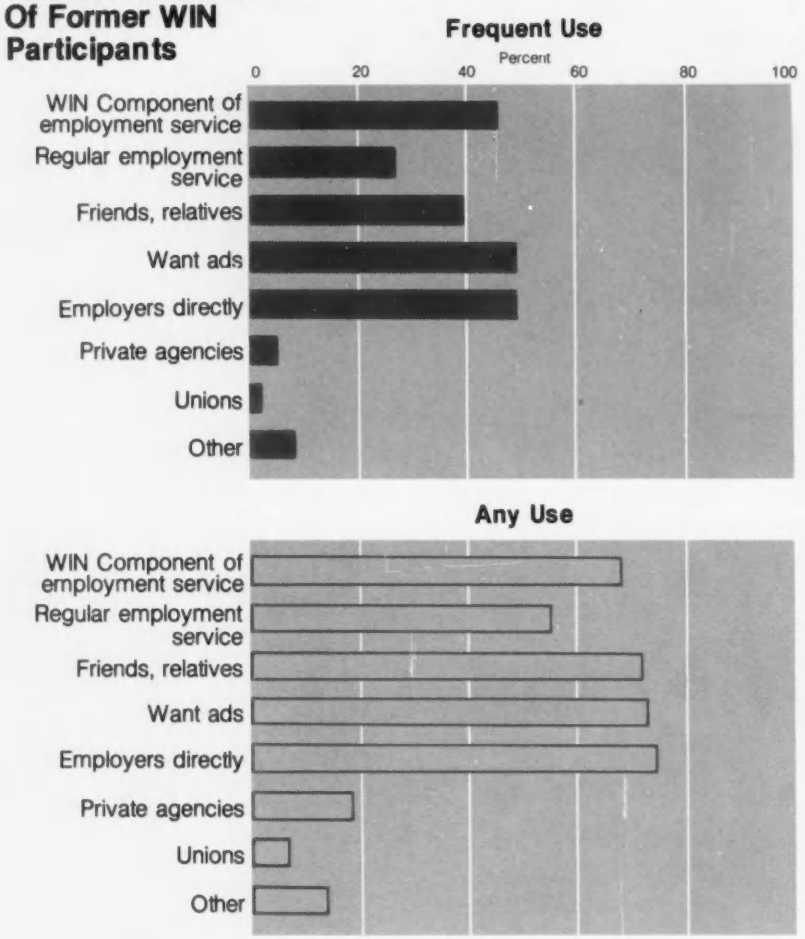
Bradley Schiller, assistant professor of economics at the University of Maryland, was the chief researcher for the study of WIN participants' job search methods described in this article.

[1] The full study, *The Payoff to Job Search: The Experience of WIN Termineés*, is available from the Division of Research and Development Utilization, Manpower Administration, U.S. Department of Labor, Room 9112, 601 D Street, NW., Washington, D.C. 20213.

Chart 1

Job Search Methods Of Former WIN Participants



SOURCE: *The Payoff to Job Search: The Experience of WIN Terminees*, a study by Pacific Training and Technical Assistance Corporation for the Manpower Administration.

WINning

they were working or looking for work. These labor force participation rates exceed those reported for the U.S. adult population as a whole.

In addition, the study found that nearly half of those who were currently out of the labor force—primarily for reasons of health, child care, or discouragement—had held at least one job since leaving WIN. Thus, nearly 90 percent of the WIN participants had undertaken some job search activity since leaving the program.

Along with their high labor force participation rates, the former WIN participants also reported high unemployment. Of those interviewed, 22 percent wanted to work but could not find a job. Overall, 38 percent of the former participants were not employed at the time of the study. This figure includes the 22 percent who were unemployed and those who were not actively seeking work and thus not considered part of the labor force.

Among the unemployed, transportation was seen as the greatest barrier to finding a job. Other major obstacles cited were skill deficiencies and lack of job openings.

Generally, the job search patterns of former WIN participants showed a fairly high reliance—particularly in frequency of use—on direct application to employers, want ads, and special WIN jobfinding efforts of the State employment services. There was less frequent use of the placement channels of the regular employment service and virtually no use of private employment agencies or unions. (See chart 1.)

These job search patterns contrast with the experiences of the overall population. According to a Bureau of Labor Statistics analysis of the Census Bureau data, jobseekers from the general population tend to use fewer search methods and to rely less on public employment services.

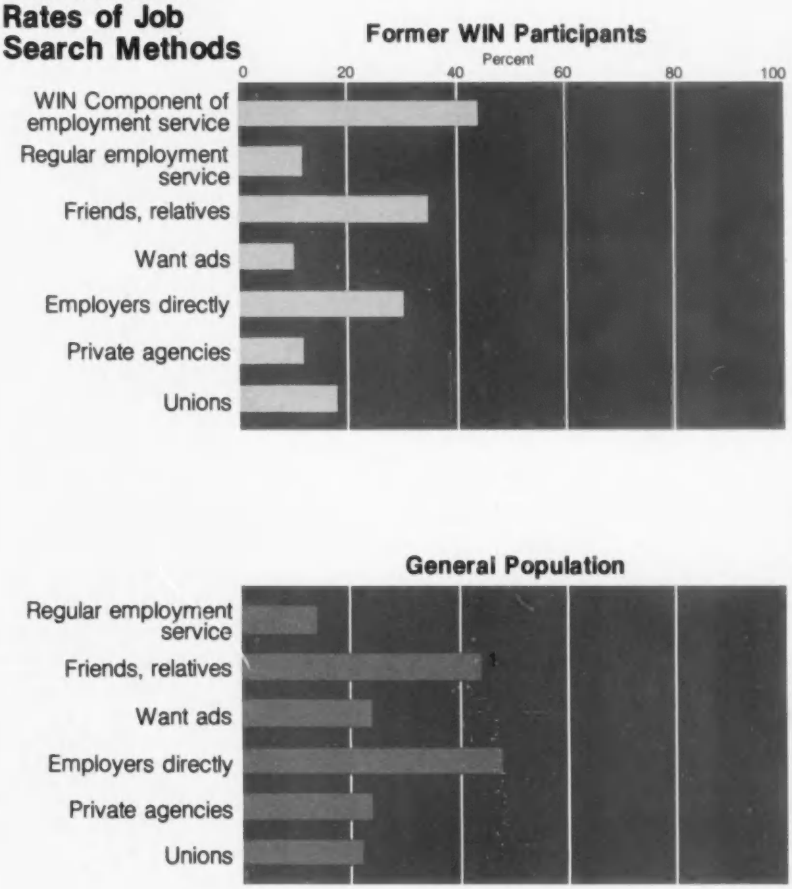
Merely measuring the frequency of use of various methods and agencies does not, of course, answer such basic questions as which methods yield the most jobs, and which methods yield the best jobs. The payoff to job search methods can be evaluated by comparing the number of individuals who use a particular method to the number who actually obtain jobs that way. An "effectiveness rate" can be calculated for a particular search method by dividing the number of people who use the method into the number of people who find a job through it. For example, if 200 people seek jobs through unions and 44 of them find work that way, the effectiveness rate would be 22 percent.

When such calculations are made for the WIN and general population samples, the results indicate that most job search methods are far more effective for the non-WIN jobseeker than the WIN jobseeker (see chart 2). This result is hardly surprising, given the greater skills, experience, and general employability of the non-WIN population.

There is considerable significance, however, in the differences in *relative*

Chart 2

Effectiveness Rates of Job Search Methods



[1] Estimated; Bureau of Labor Statistics tabulations on this method not strictly comparable to WIN tabulations.

SOURCE: General Population data from *Job Finding Survey: 1974*, Bureau of Labor Statistics; WIN participant data from *The Payoff to Job Search: The Experience of WIN Terminees*, a study by Pacific Training and Technical Assistance Corporation for the Manpower Administration.

effectiveness for each population. In the general population, jobseekers got the least payoff from the employment service and the highest from direct employer application and personal contacts. Former WIN participants, on the other hand, got the greatest relative payoff from public agencies, particularly WIN itself. Thus, WIN services appear to be providing better job search assistance than WIN clients can get from any other source.

The relative attractiveness of WIN services looms still larger when the quality of jobs is taken into account. In this respect, both wage rates and job retention can be used to measure the qualitative payoff to alternative job search methods. The study found that the jobs located for former male WIN participants by both WIN and the regular employment service paid slightly lower wages than jobs found through other methods, but that job retention was higher for such placements. In the case of women, jobs located through WIN and the regular employment service paid higher wages than those found through other methods and retention was about equal.

Combining this information on wage rates and retention, the study determined that the expected earnings (average wage rate multiplied by average retention) for jobs located by WIN were superior to jobs located by other search methods, including the placement channels of the regular employment service.

Data on the payoff from other methods of seeking employment indicate that unions are potentially an excellent source of quality jobs, but one that is not very accessible to AFDC recipients. Private employment agencies are not often used by this group but do lead to jobs, at least lower-paying jobs for women. Want ads appear to lead to comparatively higher paying jobs for male WIN participants, but very low quality jobs for women.

There appears to be a contradiction between the methods used by former WIN participants to find jobs and the results achieved. In particular, WIN services in the public employment agencies are underutilized and held in relatively low regard, despite their relatively high payoff. Self-placement (friends, direct application, want ads) continues to be the preferred mode of job search even though it is associated with lower success rates.

The available evidence on the job search and employment experiences of former WIN participants suggests a favorable assessment of WIN job development and placement services. Simply put, WIN appears to be more effective than other job search agencies at finding jobs for its client population, an assessment that applies to both the quantity and the quality of jobs obtained. This evidence seems to confirm the conceptual justification for WIN placement services; namely, that the least skilled jobseekers require more specially tailored labor market help than other search agencies, including the regular employment service, provide. □

'Mobilizing' for Migrants

by John E. Moran

Trailers That Housed Hurricane Victims Avert Crisis for Farmworkers

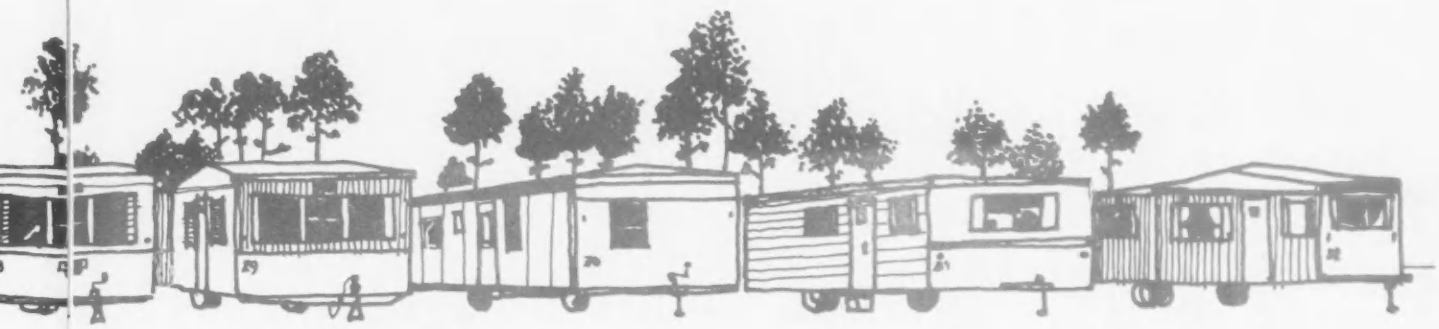
Infamous Agnes—the costliest natural disaster in American history—destroyed $2 billion worth of property and killed 122 people, but she finally blew some good for 400 migrant worker families in Dade County, Fla.

Like the course of a hurricane, the help Agnes brought to migrants followed an indirect route. It ran from Elmira, N.Y., to Dade County, via a number of Federal, State, and county agencies. And the chain of events that ultimately put Agnes into the picture started before she was even a gentle breeze.

In 1970, 2 years before Agnes roared out of the skies, the Florida State Legislature passed minimum housing standards for migrant farm labor which forced the closing of the Princeton and Tallahassee Road camps in Dade County containing 350 dwelling units. When the harvest season arrived, the migrants returned, and since no housing was available 1,400 people were sleeping in cars, fields, and campers. With more coming all the time, the reopening of the condemned camps was inevitable. The same scenario was repeated in 1971 and 1972: The camps were closed; the migrants came; the camps reopened. Then, in January 1973, a deadly new element appeared—typhoid broke out at a migrant camp in Dade County.

Although the epidemic was swiftly contained, it spurred an investigation of migrant labor camp conditions that resulted in the final closing and razing of the Princeton and Tallahassee camps. The Dade County Office of Human Resources Administration (HRA) immediately began research on the problem. It was July 1973, and in November the 1,400 migrants housed at the old camps

John Moran is a member of the Manpower Administration information staff.



would be back, sleeping in the fields again unless a solution was discovered.

After consulting with migrant organizations and housing, agriculture, and health experts, the HRA concluded that the best and most immediate solution was to use mobile homes. The Federal Office of Emergency Preparedness had mobile homes, which it had been using to house victims of Agnes. To get these trailers, however, the county was required under Federal disaster aid regulations to show that a certain level of damage existed and that local efforts had been made to help the victims. And the law assumed that a disaster had occurred, not that one was anticipated, as was the case with the migrant housing crisis.

With no alternative to the mobile homes in sight, the county manager set up a task force to develop data to support a request for a Presidential proclamation declaring the county a disaster area. A Miami newspaper quoted an official of the Federal Disaster Assistance Administration as saying that there was "no chance in the world" of the county being declared a disaster area. Still, the data gathering continued and by mid-August a request for a disaster proclamation had been submitted to the Florida Department of Community Affairs for forwarding to the Federal Government.

Meanwhile, the county, knowing of the Manpower Administration's interest in migrant workers, had solicited its support for a disaster proclamation. Manpower Administration officials thought there might be another way to get the trailers. They said that the Office of Emergency Preparedness might be persuaded to relinquish some of the mobile homes to the General Services Administration—the Federal Government's chief procurement agency—which then could declare them surplus and make them available to Dade County. This would eliminate the need for a disaster proclamation.

By the end of August the Manpower Administration had arranged for the release of 400 trailers and had agreed to loan them to Dade County and to pay 50 percent of the cost of moving them from Elmira, N.Y., to Dade County. In the interim, hopeful county officials had begun to make arrangements to use the trailers. A new task force composed of members of the county staff and representatives of migrant organizations and the Homestead (public) Housing Authority was formed to select a site for the mobile homes, see that it was prepared for their use, and manage it once the migrants moved in.

Engineers Inspect Site

The site of the old Everglades Prison was picked because it is close to the fields where migrants work and because the Homestead Housing Authority already owned 20 of the 70 acres necessary and had an option on the adjoining 50 acres. Since plans called for the land to be used for permanent housing, any improvements such as sewers and roads would contribute to that goal when the trailers were moved off.

The 70-acre site was inspected by engineering experts. Lack of water was the big problem; the nearest source was a mile away. In mid-September the experts reported that because of the distance water had to be brought, the amount of sewerage work, and the size of the project, the job would not be completed until about April 1974. The county insisted on occupancy by November 1 and County Budget Director William F. Hampton was named project leader.

Hampton ordered the trailers, which were being moved by truck, to be shipped immediately to force all parties concerned to take action instead of making more studies and investigations. The trailers would be stored on 10 acres of the 70-acre site while the remaining land was prepared. Goals were established and definite time schedules and completion dates pinned down. The trailers began arriving by the end of September.

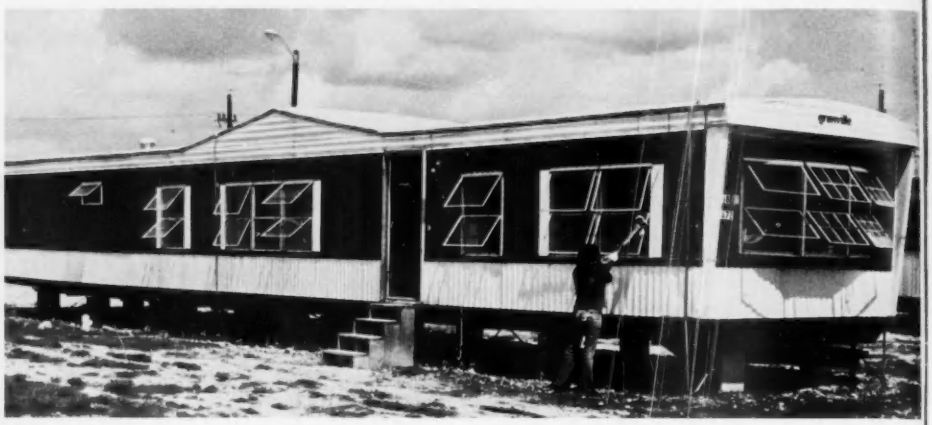
Despite the deadline and frenzied efforts, construction slipped here and there, but on November 21, 1973, the first 16 migrant families moved into their trailers. Another 351 joined them before the end of the harvest season. Mrs. Alfonso Hernandez and her family were among the first residents. She described the trailers, which rented for $15 to $17 a week, as "a palace" compared to the old housing. "Before we worried about disease in that crowded place," she said. "We are so much happier here. Our living room is almost the size of one of the apartments we lived in, and the trailer is so clean."

Frank Coronado, a farmworker of 25 years from Colorado, said: "You have to pay, but this is so much better than anything we've had before. Before I used to have arguments with my wife and everyone would hear. Now I just close the trailer and everything is between her and me."

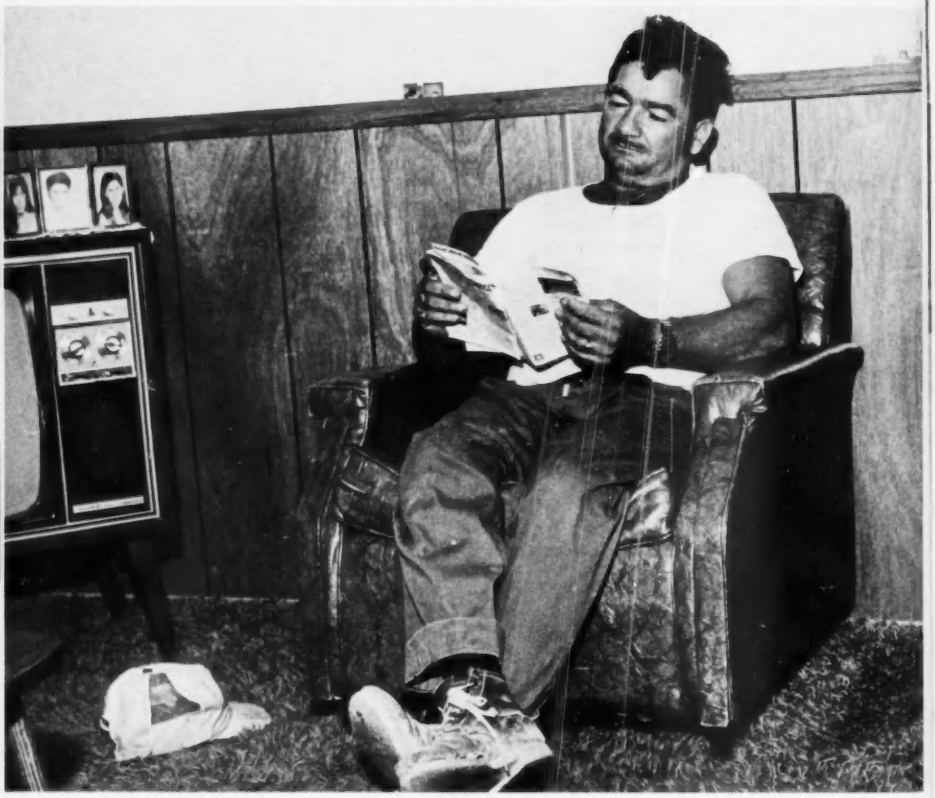
The Organized Migrants in Community Action (OMICA) received a contract from Dade County to counsel the farmworkers and to help them obtain social services. One of the first concerns of OMICA was to explain to the workers the more fragile nature of trailers as opposed to permanent if less desirable

'Mobilizing' for Migrants

Mobility and availability made these trailers that once housed hurricane victims in Elmira, N.Y., the answer to a critical shortage of housing for migrant farm laborers in Florida.



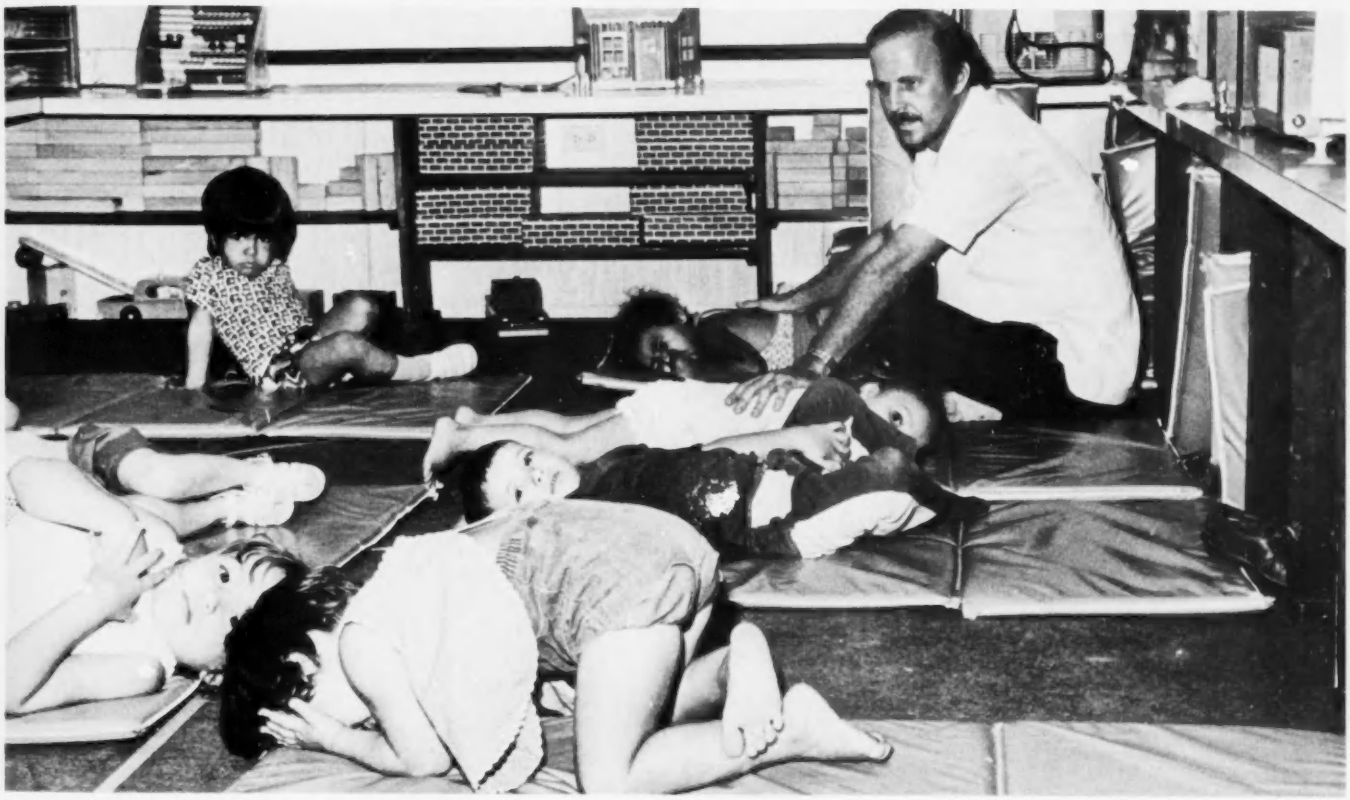
Mrs. Angel Ayala prepares a meal in the kitchen of the trailer while her husband relaxes after a day in the fields.



Migrants at work in the fields of Dade County.

Preparation of the trailer site included installation of playground equipment for the workers' children.

While their parents are at work, young children attend an early learning program sponsored by the Florida Department of Education. Elpidio Duran is the teacher.



and liveable structures. The Redlands Christian Migrant Association was engaged to operate a day-care center so the children of migrants would no longer have to accompany their parents to the fields.

When the 1974-75 harvesting season rolled around, the permanent housing planned for the site was still on the drawing board, so the trailers were rehabilitated and are once again occupied by migrant workers. The county is now managing the camp because the Homestead Housing Authority was not in a position to make up the difference between operating costs and income. The county has initiated weekly meetings with representatives of the migrants, including OMICA, which continues to provide social services to the residents. A county health van stops daily at the camp, and there is a recreation program for the younger children.

All too often in the past "temporary" housing arrangements for migrants have become permanent. Dade County officials insist that won't happen with the trailers. The Farmers Home Administration has approved a $6 million loan to construct the permanent housing. Because the trailer park was laid out with the permanent construction in mind, the only water and sewerage lines that will need replacing are the connecting lines to the houses that will replace the trailers. The main lines are permanent and can handle the requirements of the planned housing.

In the meantime, hundreds of migrant families have better housing than they did in the past. And people who are fond of adages can have renewed faith in, "Where there's a will there's a way," and "It's an ill wind that blows no one good." □

Words & Figures

Institutional Trainee Characteristics

An era in manpower programs came to an end last June with the closeout of training programs under the Manpower Development and Training Act (MDTA). Enacted in 1962, MDTA initially reflected concern over unemployment resulting from newly introduced automated technology. Over the years, the program was modified to meet emerging social and economic demands as new facets of the unemployment problem were revealed. The ebb and flow of various program emphases can be read in the data on the characteristics of trainees in MDTA institutional or classroom training projects.

In fiscal year 1973—the first year of MDTA operations—the typical trainee was a white male family head in the prime working years age group. He was a mainstream worker with a high school education and a long-term attachment to the labor force.

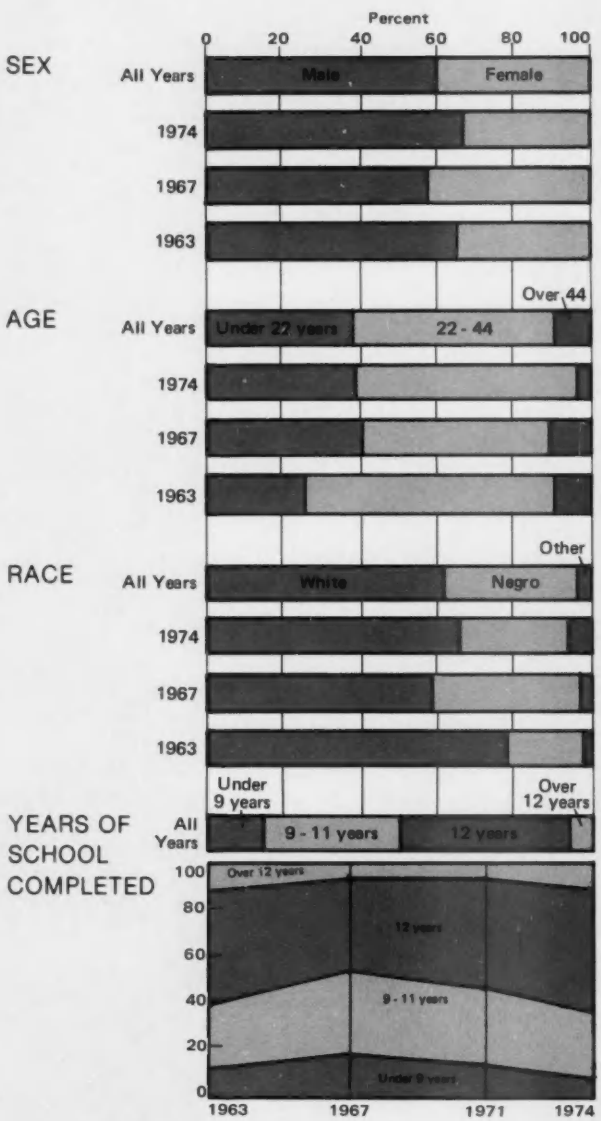
One of the first significant changes in this profile involved the age of trainees. The proportion of institutional program participants under 22 years of age rose from 25 percent in fiscal year 1963 to 43 percent 2 years later, and then stayed within the 36-40 percent range for the remaining years of the program.

Whites accounted for about 75 percent of the trainees at the outset of the program. This figure declined to 51 percent in 1968, then began to rise again as newer programs, such as the Concentrated Employment Program and the Work Incentive Program, were established to deal with the more economically disadvantaged. In the last 2 years of the program whites accounted for approximately 2 out of 3 institutional enrollees.

The enrollment pattern for men showed a similar trend. Almost 2 out of 3 trainees were men in 1963. The proportion of men dropped to 55 percent in 1968, then began rising and was again about 66 percent at the program's termination.

The importance placed on institutional training as a vehicle for rehabilitation of Vietnam-era veterans helps account for the shift that occurred in the trainee profile during the closing years of the program. In 1969, veterans accounted for about 1 out of every 5 new enrollees, while in 1973 they comprised 2 out of every 5. There was a slight decline in 1974 to 34 percent.

Characteristics of MDTA Institutional Trainees - Fiscal Years 1963 to 1974



R&D Reports

Following is a selected list of reports on research and development projects funded by the Manpower Administration. Paper copies of reports carrying an NTIS number are available from the National Technical Information Service, 5285 Port Royal Rd., Springfield, Va. 22151 for the price given in the individual listing; microfiche copies are $2.25. Send remittance with order and specify accession number (PB plus following number). Special arrangements usually may be made for bulk orders. Reports which do not have an NTIS number or another address are available from the Manpower Administration, Division of Research and Development Utlization, Room 9112, 601 D St., NW., Washington, D.C. 20213.

Farming and Farm Labor: A Study in California

Examines the occupational mobility of farmworkers, the extent to which they have penetrated suburban and industrial labor markets, rural poverty, farm labor force characteristics, and the effectiveness of rural manpower programs. NTIS (PB 236311/AS). $5.75.

A Model Program to Instruct Manpower Training Personnel in Selection and Application of Remedial Instruction Materials to Meet Individual Trainee Needs

A staff training system for establishing and implementing an individualized training program in remedial reading, mathematics, and language; in personal-social, health, and consumer skills; and in occupational exploration, and employability and prevocational training.

A System for Collecting Advance Information on the Character and Extent of Employment Generated by New Government Contracts, Phase II

Development of a relatively simple methodology for projecting manpower requirements and applying the methodology as a basis for developing an early warning system to anticipate the job openings generated in local communities by large Federal procurement contracts.

Development of Career Progression Systems for Employees in the Foodservice Industry

Tested the feasibility of designing and implementing career progression systems within four segments of the foodservice industry: Institutional foodservice; commercial restaurants; hotel foodservice; and airline foodservice.

The Pay-Off to Job Search: The Experience of WIN Terminees

Study to determine which job search media are most effective for Work Incentive (WIN) Program participants. Found that WIN itself is a relatively attractive job search medium, both in terms of the quantity and quality of jobs obtained, and that for the sample in the study, WIN offered the highest probability of job search success and the highest expected income.

On the Feasibility of a Labor Market Information System

Various computer prototypes of labor market information systems were developed and tested in State employment service agencies in Colorado, Michigan, and Wisconsin, and evaluated for their potential in improving (1) access to information (including job placement and management information), (2) the quality of existing labor market information, and (3) the manpower planning process. NTIS, Volume I (PB 236259/AS). $4.50; Volume II (PB 236260/AS). $5.50; Volume III (PB 236261/AS). $5.50.

Improving the Utilization of Health Manpower

Report on the first 2 years of a 3-year project to determine whether the users of health personnel, such as hospitals, can be motivated to modify their hiring requirements to the actual needs of the job, to restructure health occupational skills, and to develop in-service training programs that permit upward mobility. NTIS (PB 236324/AS). $3.75.

Upward Mobility of Low-Income Workers

Study analyzes the firm- and industry-attachment patterns and the upward mobility patterns of low-income workers between 1965 and 1970. Focus was on workers earning between $3,000 and $5,000 in 1965, and the analysis was conducted on two samples, one drawn from workers employed in New York City and the other from the entire Nation. NTIS (PB 236192/AS). $4.25.

Individualized Reading Instructional System

Describes a system for using commercially published reading instructional materials for self-pacing, individualized, or independent learning, consisting of six modularized instructional tracks, beginning with reading readiness and progressing to the seventh-grade level and above. The system, which proved successful in its initial tryout—nonreaders learned to read, and low-level readers made remarkable grade placement score gains—is relatively inexpensive, is oriented to adults, and may be used by other age groups.

Behavioral Interview Guide

A training aid to prepare professionals and paraprofessionals to conduct a behavioral interview, including preparations for interviewing, conducting the interview, and special problems. May be used by staff in psychological clinics, rehabilitation programs, marriage counseling services, and employment placement services. NTIS (PB 236205/AS). $3.25.

Applied Behavior Analysis and the Imprisoned Adult Felon

A technical analysis, discussion, and summary of five experiments in applied behavior analysis conducted at the Draper Correctional Center, Elmore, Ala. with incarcerated young adult felons. Experiment 1 examined the token economy as a basis for motivating inmate behavior; experiment 2 examined the relationship between magnitude of token reinforcement and level of inmate performance; experiment 3 introduced a "license procedure" to determine its effect upon inmate participation in a leisure-time education program; experiment 4 compared three formats for presenting programed instructional material; and experiment 5 examined the effectiveness of decreasing undesirable behavior by reinforcing incompatible opposites. Available from Experimental Laboratory for Corrections, Rehabilitation Research Foundation, P.O. Box 3587, Montgomery, Ala. 36109.

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CIRCULATION RATE

Massive mountain ranges, floating glaciers and ice fields, wide rivers, and active volcanos. These are some of the physical obstacles that must be surmounted to complete the largest private construction project ever undertaken—the Alaska pipeline. For a report on the role manpower programs are playing in this historic endeavor see *Training Alaska Pipeline Workers* in this issue of MANPOWER.